

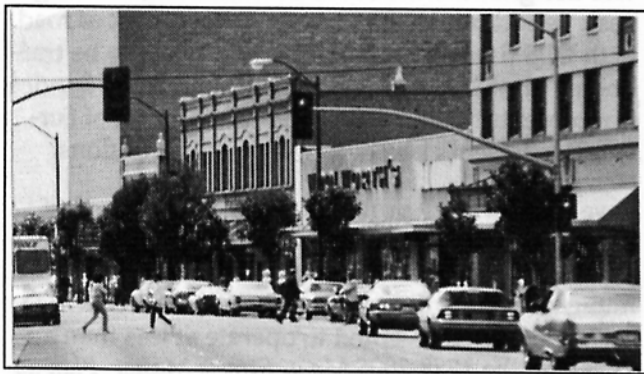
10 TRANSPORTATION AND CIRCULATION

INTRODUCTION AND BACKGROUND

The city's transportation network has three functions: (1) to provide for the safe and efficient movement of traffic (people and goods) in and out of the community; (2) to provide a logical framework for local development; and (3) to provide access to property for purposes of public safety.

The Transportation and Circulation chapter considers the street and highway system, alternative transportation systems, and the routing of utilities. It includes policies and implementation measures to guide the development of the transportation network. Key issues concern establishment and maintenance of acceptable levels of service, assigning priorities for road improvements, and determining responsibility for providing improvements to serve new developments.

The goals of this chapter focus on minimizing the transportation related impacts of growth, and on developing transportation options for movement of people and commodities. The role of the transportation network in determining the future development pattern of Watsonville cannot be overstated.



Traffic congestion can be lessened by implementing Transportation System Management programs such as coordinating traffic signals to provide a smoother flow of traffic and reduce waiting time.

The Transportation and Circulation chapter policies and recommendations are an effort to coordinate a variety of transportation related programs. In 1989, the City Council adopted the *1988-2005 Major Street Master Plan* as developed by Barton-Aschman Associates. Because the land use proposals of *Watsonville 2005* differed somewhat from those used in the previous plan, the traffic model used in the *1988-2005 Master Plan* was revised and rerun reflecting the land use proposals of *Watsonville 2005*. Barton-Aschman has prepared a memo describing the modifications made and the outcomes that function to amend the *1988-2005 Major Street Master Plan*. The *Master Plan* is coordinated with the *Regional Transportation Plan* and the *Draft Congestion Management Plan* to the extent possible.

COMMUNITY CONCERNS

Based on the responses to the public opinion survey, concern about transportation is growing.

There was general agreement on the desire for corrective action to reduce citywide congestion and eliminate confusion associated with circulation patterns in the central business district. The following questions represent these and other specific transportation concerns raised by the public and addressed in this plan.

1. Can travel through the downtown area be made easier, faster, and safer?
2. What kinds of transit vehicles and service would encourage more people to use it?
3. How can pedestrian/automobile and bicycle/automobile conflicts be reduced?
4. How can parking in the central business district best be provided?
5. How can truck traffic in the downtown and residential areas be reduced or prohibited?
6. Is there any potential for passenger rail service or use of the Pajaro River for transportation?

7. What kinds of improvements can be made to existing streets to make them safer and more attractive?

EXISTING TRAFFIC PATTERNS

The urbanized portions of the Watsonville Planning Area are located almost exclusively to the east of Highway 1. Highway 1 provides access north through Santa Cruz to San Francisco and south to Monterey and beyond. Travel across the Planning Area occurs primarily on a series of seven major arterials: Riverside Drive, Beach Street, East Lake Avenue, Main Street, Freedom Boulevard, Green Valley Road, and Airport Boulevard. Four of the seven have direct freeway access and three of the seven are state highways. Riverside Drive (Route 129), Main Street, and East Lake Avenue (Route 152) link Watsonville and Santa Cruz County to southern Santa Clara County and Route 101, which is a major north-south route through the San Francisco Bay Area. Freedom Boulevard is the major northwest/southeast corridor, connecting the unincorporated areas of Freedom, Pinto Lake, and Corralitos to the city (see Figure 10-1).

The 1990 Census found that 52 percent of Watsonville residents actually work within the City limits of Watsonville and 87 percent work within Santa Cruz County. For all urban and rural areas of Santa Cruz County combined, only 31 percent of the residents work in the jurisdiction they reside and 78 percent work within Santa Cruz County. The mean travel time for Watsonville residents to their place of work is 18.5 minutes compared to 24.3 minutes for Santa Cruz County. Overall, Watsonville residents work closer to home than other residents of Santa Cruz County.

FUNCTIONAL STREET CLASSIFICATION

In addition to the major arterials, the city's road network consists of minor arterials, collectors, and local streets. The hierarchy of streets, based on function, is described below. Additional definition is included in the Glossary.

Freeway: A divided highway with limited access, designed for high speed, long distance travel and large traffic volumes.

Major Arterial: A relatively high speed, long distance surface street designed to move large volumes of traffic across the urbanized area and to provide access to the freeway.

Minor Arterial: Medium speed, medium capacity surface street used primarily to move traffic within the urbanized area primarily to and from residential areas to areas of employment or business.

Collector: A relatively low speed, low volume street, used for neighborhood circulation and access to private property; also used to collect traffic from local streets and distribute it to the arterial network.

Local Street: A low speed, low volume roadway providing direct access to primarily residential property; characterized by multiple driveways and on-street parking.

Figure 10-1, the major street system to the year 2005, shows arterial and collector streets in the city and its vicinity.

LEVEL OF SERVICE (LOS)

Levels of Service (LOS) are measures of congestion and operating conditions on roadway segments and at intersections (shown in Figure 10-2). Level of Service designations are based on afternoon/evening peak period traffic. For example, a segment of road with LOS E during peak hours may actually be traffic-free throughout most of the day. Level of Service A represents free flow conditions and Level of Service F represents jammed or capacity conditions.

Level of Service D provides an acceptable level of operation for urban areas and is generally used for planning purposes. *Watsonville 2005* requires street improvements when traffic volumes exceed LOS D except for those accepted to operate at less than an LOS D in the 1988-2005 *Major Streets Master Plan* as updated in 1992. Maintaining a minimum LOS D will require roadway improvements that anticipate future population.

Legend

City Limit as of 1997



CITY OF WATSONVILLE



1000 0 1000 2000 Feet

Major Street System

Source: 1988 - 2005 Major Street Master Plan, updated 1992

This graphic is not intended to be used for site-specific decision making. Consult the City or County for detailed information.

This document is a graphical representation only of best available sources. The City of Watsonville assumes no responsibility for any errors.

Prepared by Watsonville GIS Center 4-20-98

Figure 10-1



Figure 10-2 Levels of Service for Urban and Suburban Arterials

Level of Service	Description
A	Relatively free-flow. No restrictions to vehicle maneuverability or speed. Very slight delay.
B	Stable flow. Some slight reduction in maneuverability and speed. Vehicle platoons form. This is a suitable level of operation for rural design. Slight delay.
C	Stable flow or operation. Higher volumes. More restrictions on maneuverability and speed. This level of operation is suitable for urban planning purposes. Acceptable delay.
D	Approaching unstable flow or operation. Queues develop. Little freedom to maneuver. Tolerable delays for short periods.
E	Unstable flow or operation. Low operating speed; momentary stoppages. This condition is not uncommon in peak hours. Congestion; intolerable delay.
F	Forced flow or operation. There are many stoppages. The highway acts as vehicle storage area. Jammed.

Source: Highway Capacity Manual, HRB Special Report, 1987

The plan includes policies which link new development with traffic improvements necessary to maintain acceptable traffic flows.

MAJOR STREET MASTER PLAN

Traffic volumes on major arterials have risen significantly since 1980 when a Major Street Master Plan was prepared and traffic volumes were recorded. In 1988, the City hired Barton-Aschman Associates, Inc. to update the Master Plan which was subsequently adopted as the 1988-2005 *Major Street Master Plan*. As previously noted, the 1988-2005 *Major Street Master Plan* is revised as shown in the *Watsonville Major Street Master Plan 1992 Update* to reflect the population and land use projections of *Watsonville 2005*. The objectives of the *Master Plan* as amended are to:

- ensure consistency with *Watsonville 2005*
- evaluate the Master Plan in light of recent development
- determine the feasibility of a Level of Service D policy for the Watsonville circulation system

- identify the transportation improvements needed for the projected 2005 population and employment base.

In order to accomplish this, traffic counts were used to determine existing needs and to project future needs based on *Watsonville 2005* population and employment growth assumptions. Existing deficiencies in the roadway system and future deficiencies (assuming no improvements are made) were identified. Improvements needed to maintain acceptable Levels of Service were also identified.

Several different land use scenarios were applied to the traffic model. The scenarios varied in the amount of housing placed in the Buena Vista/Calabasas/Freedom area (Northwest Specific Plan Area) and the area south of the Corralitos Creek (South of Corralitos Creek Area). The overriding constraint for the housing capacity of the Buena Vista/Calabasas/Freedom area according to the traffic model was the traffic volume capacity of the road system where Calabasas Road/Buena Vista Road and Freedom Boulevard converge and intersect. The traffic model indicated that the improvements needed to this area

to accommodate more than 1,000 units would require substantial right-of-way acquisition, resident and business displacement and road construction beyond what was financially supportable by the proposed development, particularly assuming the goal to be the development of significant amounts of affordable housing. As a result, 1,000 housing units was accepted as the maximum capacity for the Buena Vista/Calabasas/Freedom area.

The model indicated that the primary constraint to the development of housing in the area South of Corralitos Creek and west of East Lake Avenue was the traffic capacity of East Lake Avenue. The traffic consultant studied East Lake Avenue and determined that additional traffic lanes could be added to East Lake for the most part within the existing constructed section. This relatively low cost, low impact improvement resulted in additional housing capacity on the lands south of Corralitos Creek. With those improvements incorporated in the model, the housing capacity of the lands south of Corralitos is 1,800 units.

The 1992 Update of the 1988-2005 *Major Street Master Plan* describes the improvements that are needed to the street system to accommodate a Level of Service D in Watsonville, based on the land use and population projections that are the basis of *Watsonville 2005*. This includes 1,000 housing units in the Buena Vista/Calabasas/Freedom Area and 1,800 units in the area south of Corralitos Creek and West of East Lake Avenue.

It is important to recognize that under the LOS D policy only 7.1 miles (4.3 percent) of the roadway system within the urban limit line will operate at LOS D, and it will only operate at that level for a small portion of the time, such as peak commute hours. An additional 7.9 miles (5 percent) will operate at LOS E or F for short time periods, also likely during peak commute hours. The majority of the road sections operating at LOS E and F do not result from the land use scenarios proposed in *Watsonville 2005*, but do so because of existing conditions that cannot be remedied, such as the Pajaro River Bridge, and were projected to operate at those same levels under the 1988-2005 *Major Street Master Plan*. Major street improvements needed to accommodate the

adopted General Plan and preferred Sphere of Influence are shown in Figure 10-3.

Four of the thirteen intersections analyzed in the Master Street Plan would operate at LOS D. One of those intersections, Green Valley Road at Freedom Boulevard, was functioning at LOS F in 1988 and is proposed in this plan to be brought up to an LOS D. Freedom Boulevard and Lincoln Street were functioning at LOS D in 1988 and will be brought up to LOS C as the result of this plan.

The City and County will need to coordinate efforts to improve the Freedom-Airport and the Freedom-Green Valley intersections depending on City and County jurisdictional boundaries at the time the improvements are needed.

State highway safety in the Watsonville Planning Area is an additional concern. Both Highway 129 (Riverside Drive), the designated truck route, and Highway 152 (Main Street, East Lake/East Beach) have high accident rates according to the Santa Cruz County Regional Transportation Plan. Safety and capacity improvements on Highway 129 and 152 will be a high priority for the City and Caltrans over the next 10 to 20 years.

CONGESTION MANAGEMENT PROGRAM

In response to the requirement of AB 471, the Regional Transportation Commission adopted a *Congestion Management Program* (CMP) for Santa Cruz County in November 1992. While state law does not require the incorporation of the CMP into the local General Plan, Watsonville will be required to comply with the CMP if the City desires to continue to receive its local share of state transportation funds.

A key objective of the CMP is to establish roadway performance standards for the most heavily travelled roadways and associated intersections in the County, including state highways and other regionally significant arterials providing access to major activity centers. Those designated roadway sections in Watsonville and vicinity include:

State Highways

- Highway 1

Figure 10-3 *Proposed Road Segments and Intersections Requiring Improvements to Maintain LOS D under Future (2005) Projected Traffic Conditions*

Road	Segment	Recommended Improvement
Riverside Drive	From Union Street to Lakeview Drive	Add two lanes
Airport Boulevard	From Highway 1 to Green Valley Road	Add two lanes
Green Valley Rd.	From Harkins Slough to Highway 1	Add two lanes
Green Valley Rd.	From north of Cowles Rd. to Amesti Rd.	Add two lanes
Green Valley Rd.	From Holohan Rd. to Amesti Rd.	Add one lane northbound
East Lake Avenue	From Holohan Rd. to Lincoln St.	Add two lanes
Walker Street	From Riverside Drive to Ford St.	Add two lanes
West Beach Street	From Pine St. to Rodriguez St.	Add two lanes
Wagner Street Ext.	To Crestview Drive	Construct two new lanes
Wagner Street Ext.	From East Lake Ave. to Bridge Street Ext.	Construct two new lanes
Brewington Ave. Ext.	From Crestview Dr. to Atkinson Ln. Realignment	Construct two new lanes
Atkinson Ln. Realignment	From Freedom Blvd. to Brewington Ext.	Construct two new lanes
New Road	From Calabasas Rd. To Freedom Blvd.	Construct two new lanes
Freedom Blvd.	From Airport Blvd.	Add two lanes
Holohan Road	From Green Valley Rd. to East Lake Ave.	Add two lanes
Clifford Extension	From Main St. to Harkins Slough Road	Construct four new lanes
Errington Road (Landmark Parkway)	From Harkins Slough Rd. to West Beach St.	Construct two new lanes with right-of-way for four lanes
Bridge Street Ext.	From Joyce Drive to East Lake Avenue	Construct two new lanes
Harkins Slough Rd.	From Study Area Entrance to Highway 1	Add two lanes
Harkins Slough Rd.	At the bridge that crosses over Highway 1	Add two lanes
Harkins Slough Rd.	At two locations east of Highway 1 where flooding occurs	Construct bridges
Intersections and Interchanges Requiring Improvements		
<ul style="list-style-type: none"> Walker Street and West Beach Street Freedom Boulevard and Lincoln Street Green Valley Road and Main Street Green Valley Road and Freedom Blvd. Freedom Blvd. and Airport Blvd. Harkins Slough Road and Highway 1 		

Source: 1998-2005 Major Street Master Plan, as updated in 1992.

- Highway 129
- Highway 152

Arterials

- Freedom Boulevard from Highway 1 to Highway 152 (the portion in Watsonville)
- Main Street between Beach Street and the Monterey County Line
- Green Valley Road between Freedom Boulevard and Highway 1

CMP - designated intersections include:

- Highway 1 (Northbound) and Riverside Drive
- Highway 1 (Southbound) and Riverside Drive
- Freedom Boulevard and Green Valley Road
- Freedom Boulevard and Main Street
- Main Street and Riverside Drive
- Main Street and Green Valley Road
- Main Street and East Lake Avenue
- Main Street and East Beach Street

If a particular roadway segment or intersection will exceed the LOS standard established by the CMP, then a Deficiency Plan must be prepared. These plans must include an analysis of the cause of the deficiency; a list of the road improvements proposed to correct the deficiency and bring the road section or intersection up to the LOS standard and the estimated cost of those improvements; and a list of alternative improvements and their costs that will improve the LOS operation of the system and contribute significant air quality improvements.

Generally, road sections and intersections are not permitted to drop below LOS D, although the CMP provides lower LOS standards where the existing network already falls below LOS D. In addition, the CMP provides that lower income housing is exempt from the LOS standard determined by the CMP. *Watsonville 2005* adopts an LOS standard of D, consistent with the CMP.

REGIONAL TRANSPORTATION PLAN

The State Transportation Improvement Program (STIP) process requires that each regional transportation planning agency prepare, adopt and submit a Regional Transportation Program (RTIP) to the California Transportation Commission every two years. This program is a seven-year capital improvement program for transportation projects in the county-wide area of Santa Cruz. State highway projects, county and city road projects using state or federal funds, transit and bicycle facility projects using state funds, and airport projects using state or federal funds are included. Implementation measure 10.D.1 of the *Watsonville 2005* General Plan is intended to ensure that the objectives of the RTIP are consistent with the land use and community development objectives of the General Plan.

TRANSPORTATION SYSTEM MANAGEMENT

Transportation System Management (TSM) is a viable alternative in Watsonville. According to the 1990 Census, 24 percent of Watsonville residents traveling to work in personal vehicles carpool with at least one other person. This compares to 14.5 percent countywide. TSM will play a key role in efforts to maintain Level of Service D on major streets, meeting the requirements of the CMP and meeting the requirements of the *Air Quality Management Plan*.

Approaches to TSM are exemplified by the Freedom Boulevard project where signals were modified in order to provide a smoother flow of traffic and reduce waiting time. Other TSM efforts will focus on major employers who will be encouraged to incorporate transit, jitney services, ride sharing programs, flexible work programs, walking and bicycling into their operations. The densities and locations for housing and job creation help to promote the effective use of TSM programs.

Even with successful TSM programs, the need for improvements to the existing system will grow with additional employment and residential development. The policies and programs set forth in this chapter transfer some of the responsibility for roadway improvements to developers whose projects increase traffic volumes. A combination of City-,

State-, and privately-funded improvements, in addition to actively promoting transit and other TSM approaches, will be used by the City to mitigate growth-related traffic impacts.

TRANSIT SERVICE

The private automobile remains the first choice for personal transportation. The Santa Cruz County Transportation Commission estimates that 2-3 percent of the daily trips taken in the Watsonville area are via transit – either fixed route buses or paratransit. Local service is provided to Watsonville residents by both Santa Cruz Metropolitan Transit District (SCMTD) and Monterey-Salinas Transit (MST). Regional service to and from Watsonville is provided by Greyhound. Private taxi cab service and a number of senior and social service agencies provide door-to-door transportation, primarily for elderly and/or disabled persons.

A survey of Watsonville transit users conducted by JHK and Associates in 1985 shows a trend which mirrors the County as a whole: Watsonville transit riders are generally transit-dependent, meaning that they do not have a car available to them for daily, personal use. While public transit is currently not a significant factor in the total transportation network, it is clearly important, because it provides a necessary service to those who do not have access to a private automobile. Reflecting the ethnic character of Watsonville, the survey also showed that more than 50 percent of the riders are Hispanic.

Changes have been made in the routes for Santa Cruz Metropolitan Transit District service to the Watsonville area. The focus of the changes is to reduce waiting times and transfers, and to improve connections to Santa Cruz and the mid-county area. These changes, along with construction of a downtown transit center facility, are intended to increase transit use within the Watsonville area and between Watsonville and northern areas of the county.

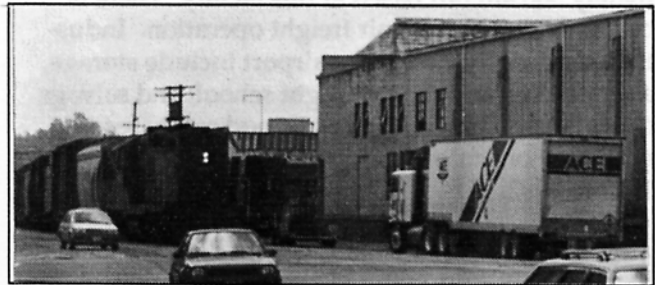
The Watsonville Transit Center is currently located at Rodriguez Street and West Beach Street. A new transit center is to be located at that location, one block from the central business district. That facility will include a 4,000-square foot structure, with conces-

sions, restrooms and an information and ticket sales area. Bicycle and vehicle parking areas and covered loading platforms are also proposed

Policies and implementation measures in *Watsonville 2005* emphasize the importance of transit not only for the transit-dependent population, but for a wide range of residents and commuters who could benefit from increased service. The land use patterns in *Watsonville 2005* include high-density residential development in expansion areas and high job-generation densities largely in the southwest quadrant of the city. These land use distribution policies result in improved opportunities to utilize transit. Major employers will be encouraged to make transit incentives a cornerstone of their Transportation System Management (TSM) programs. Policies and programs to provide transit improvements including shelters, pullouts, and reinforced pavement are included in this plan. Finally, in anticipation of increased use of bicycles, parts of the proposed greenbelt offer the potential for future bike routes. Plans for bikeways are described on the next page.

RAIL SERVICE

Watsonville is provided with rail freight service by the main line of the Southern Pacific between San Francisco and Los Angeles. This is a vital freight link between population centers and the food processing plants located in Watsonville and northern Monterey County (Pajaro). Limited freight service is also available between Watsonville, Santa Cruz, and Davenport.



A freight train shares the road with automobiles. These trains are vital to the distribution of materials to and from Watsonville.

1. A bike-lane system adjacent to the arterials in the City would effectively serve the community's needs.
2. Where bike lanes cannot be achieved due to right-of-way requirements or safety reasons, adequately signed bike routes should be considered to provide for a continuous bikeway system.
3. Bikeway implementation should begin with the state highway segments and the city arterials that connect with them.
4. A combination of Transportation Development Act Funds, State Highway funds, and developer contributions should be sufficient to finance the proposed bikeway plan.
5. The Caltrans Highway Design Manual planning and design criteria should be adhered to, wherever possible, in the development of the bikeway plan.
6. The emphasis of the bikeway system should be to serve schools and parks and to encourage bicycle commuting to job sites within the Planning Area.

By the end of the first quarter of 1992, more than eight miles of bike lanes and designated bike routes had been added to city streets. A map of the proposed and existing bikeway system is shown in Figure 10-5. Additional discussion of bicycle facilities occurs in the 1992 *Parks and Open Space Master Plan*.

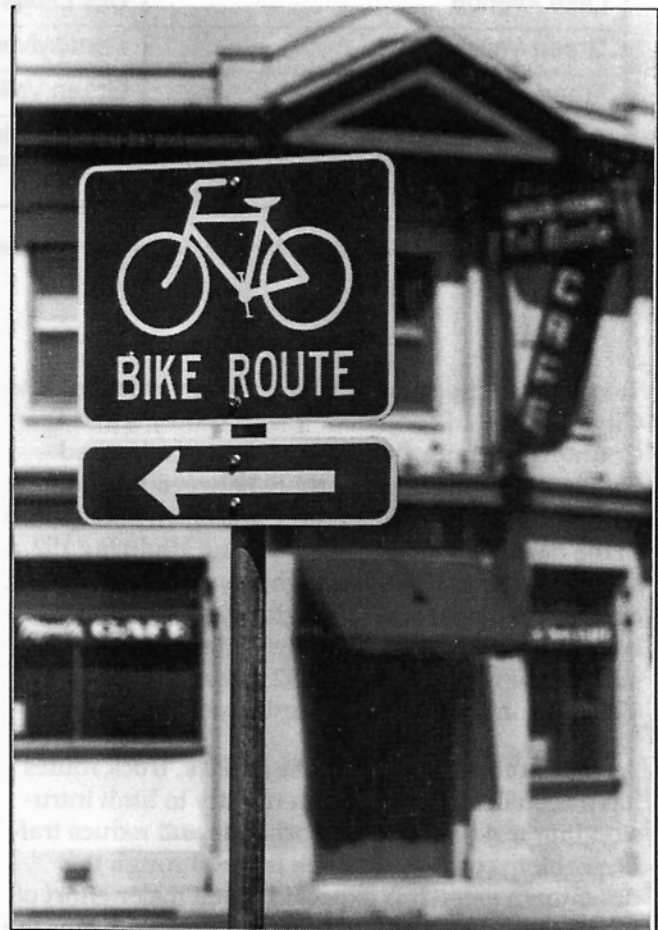
The pedestrian plan integrates pedestrian facilities with the overall street plan. In addition to providing sidewalks or separate pathways, the goal of the policies and implementation measures is to ensure planning sensitive to the needs of pedestrians and to encourage more pedestrian travel. Areas where pedestrian facilities are generally absent are those areas outside the City limits; improvements in unincorporated areas will require assistance from the County.

Figure 10-4, *Needed Sidewalk Improvements*, shows the existing gaps in the system, measured in linear feet of sidewalk necessary. Some limitations exist due to soil and slope instability as well as lack of right-of-way. For the most part, areas of deficiency within the City limits can be improved as part of adjacent development in conjunction with roadway

projects. The County has addressed improvements to the bikeway and pedestrian system in its jurisdiction as part of its *Freedom Area Traffic Study* (June, 1989), which proposes to finance such improvements with developer fees.

TRUCK TRANSPORTATION

The Pajaro Valley, as an agricultural area, is dependent on trucks for commodity movement. As industry becomes a more significant part of the economic base, the amount of truck traffic is likely to increase. The problems associated with Watsonville's interdependence on trucking – noise, safety, speed, and damage to pavement and other roadway facilities – are addressed in the policies and implementation measures.



By early 1992, more than eight miles of bike lanes and designated bike routes had been added to city streets.

Figure 10-4 Needed Sidewalk Improvements

INCORPORATED CITY			
Street	Limits	Sides	Length (FT)
Main Street	Green Valley to Pennsylvania	South	3,500
Green Valley Road	Main to Pennsylvania	North	1,000
Airport Boulevard	Westgate to Freedom (Portions)	East	4,000
Beach Street	Errington to Walker	West	3,600
TOTAL			12,100
UNINCORPORATED AREA			
Street	Limits	Sides	Length (FT)
Lake Avenue	City Limits to Fairgrounds	West	9,000
Green Valley Road	Pennsylvania to Pinto Lake	West	6,000
Freedom Boulevard	Green Valley to Area Limits	Both	5,000
Airport Boulevard	Freedom to Green Valley	Both	2,500
TOTAL			22,500

Source: 1988-2005 City of Watsonville Pedestrian Plan, with revisions

Two recent actions are of particular importance. The City, working in conjunction with Caltrans and the County Transportation Commission, designated Highway 129 as the truck route between Watsonville and Highway 101. This action was taken in response to the hazard created by trucks using Highway 152, a steep curving and narrow highway running north of, and generally parallel to, Highway 129. Funds have been approved for some curve widening and straightening on Highway 152; however, Highway 129 will continue to be the designated truck route.

As part of the *Major Street Master Plan*, truck routes have been designated within the city to limit intrusion into residential neighborhoods and reduce traffic problems caused by truck travel through the downtown area. It is expected that a major effort of the joint study being coordinated by AMBAG for the corridor extending south from Route 129 to Route

156 in Monterey County, will be to determine other appropriate truck routes for commodity movement between Highway 1 and Highway 101.

UTILITY ROUTING

The provision of adequate utilities for the projected 2005 population is discussed in the Public Services and Facilities chapter (11). The Transportation and Circulation chapter considers utilities only in terms of the potential impacts their routing could have on the community. Routing should be carefully considered to avoid potential hazards, to ensure efficiency, and to correct or prevent adverse visual impacts.

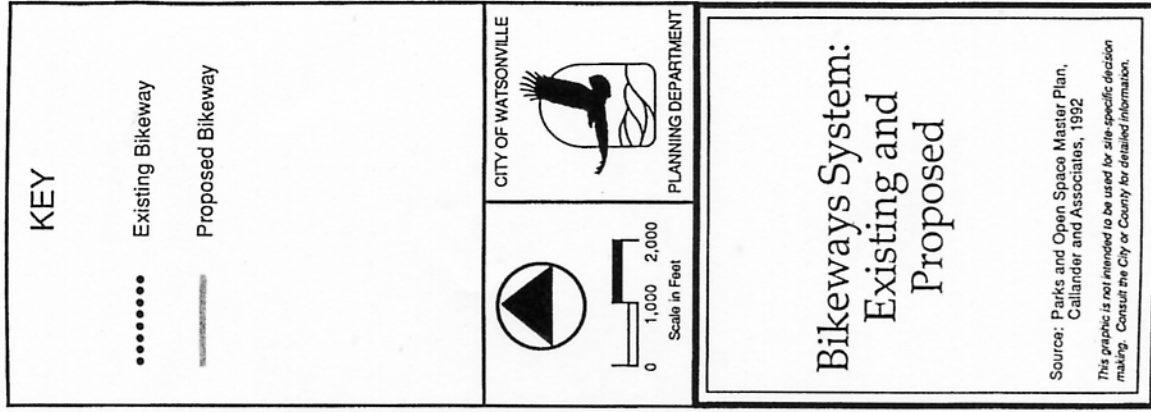
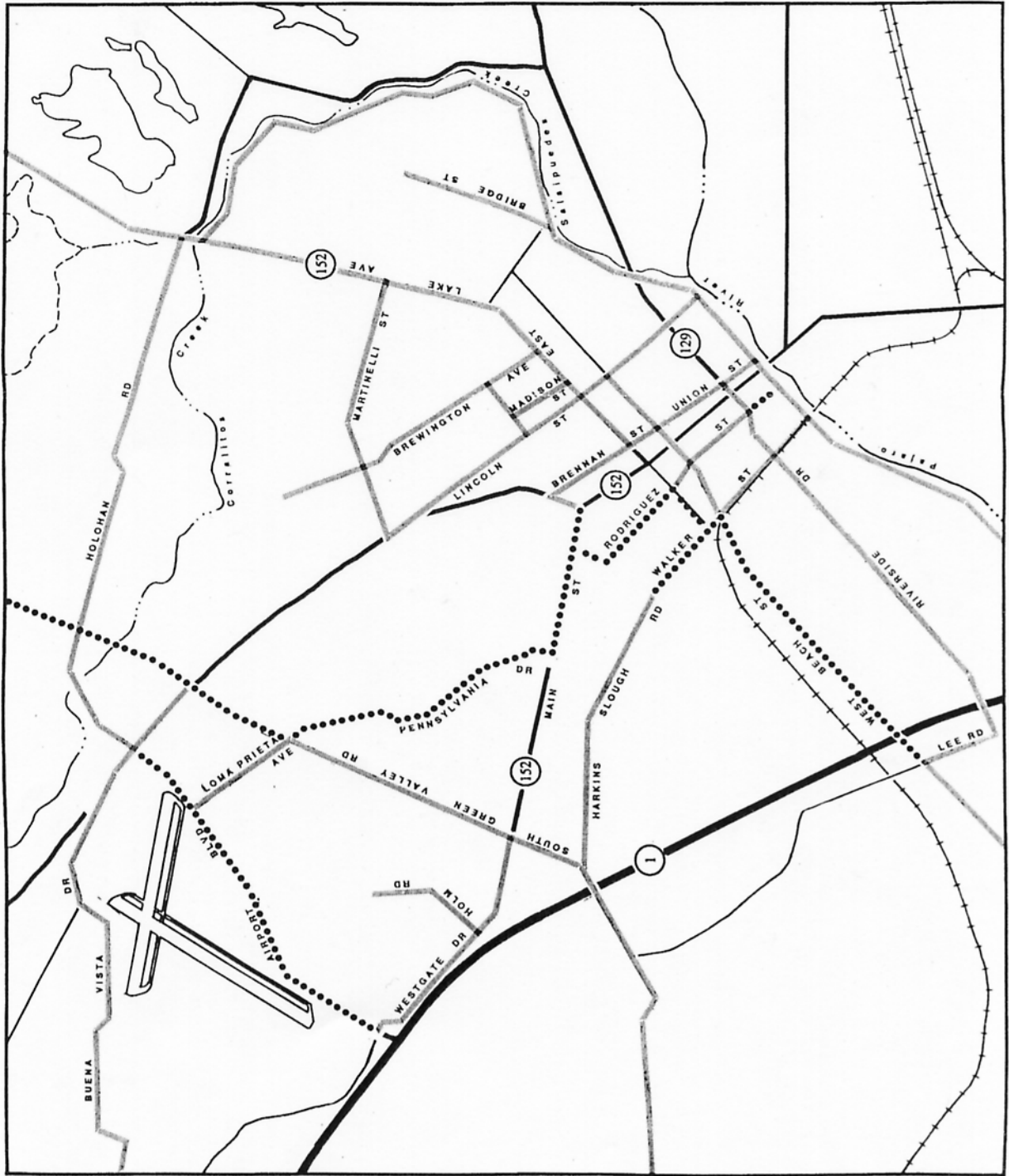


Figure 10-5

GOALS FOR TRANSPORTATION AND CIRCULATION

The goals for transportation and circulation reflect a careful evaluation of community concerns and the long-range need to provide for alternatives to private automobile use.

Goal 10.1 Street and Highway Facilities

Plan and provide for a safe, efficient, and environmentally sensitive network of streets and highways for movement of people and goods.

Goal 10.2 Transit Facilities and Service

Promote the use of transit as an alternative to the automobile for all types of travel.

Goal 10.3 Rail Facilities and Service

Plan and provide for the continued use of rail to move industrial/agricultural commodities and encourage the establishment of passenger service to the Watsonville area.

Goal 10.4 Bicycle Circulation

Plan for and provide a safe, convenient network of bicycle facilities.

Goal 10.5 Pedestrian Circulation

Recognize the importance of pedestrian travel, alone, or in combination with other travel modes, and to encourage walking.

Goal 10.6 Aviation Facilities

Maintain, protect, and improve the facilities and services of the Watsonville Municipal Airport as part of the regional transportation network.

Goal 10.7 Aesthetic Considerations

Plan and provide for a circulation network that preserves and enhances scenic amenities.

Goal 10.8 Truck Transportation

Recognize the importance of truck transportation to the Watsonville area and to plan for the safe, unobtrusive movement of trucks.

Goal 10.9 Utility Routing

Ensure the adequate provision of necessary public utilities in a way which minimizes their visual impacts and potential hazards to the safety of residents.

Goal 10.10 Emergency Access

Ensure sufficient provision of emergency or secondary access and maintain acceptable response times for all parts of the service area.

POLICIES AND IMPLEMENTATION MEASURES

Policy statements and implementation measures for transportation and circulation have been developed both to improve the existing circulation network and also to provide additional capacity for projected growth.

Policy 10.A Street And Highway Improvements

The City shall pursue a program of regularly scheduled maintenance and street improvements, accompanied by the planned extension of roadways to serve new development.

Implementation Measures

10.A.1 Improvement Scheduling – The City shall use the Capital Improvement Program to ensure that needed road improvements are scheduled for timely completion.

10.A.2 Costs of Improvements – The City shall use the development review process to ensure that new development projects creating a need for additional roadway improvements pay an appropriate share of the costs, based on traffic impact fees and assessment districts.

10.A.3 Coordination of Improvements – The Planning Department shall consult with the Public Works Department to ensure that short-range roadway improvements and exten-

sions are consistent with long-range policies for land use and community development.

- 10.A.4 Arterial Improvements** – The City shall use the Capital Improvements Program, and recommendations of the 1988-2005 *Major Street Master Plan*, as updated in 1992, to complete a network of major arterials. Arterial street design includes two-lane capacity in each direction, center-divider planting, controlled parking, limited driveway access, and pedestrian and bicycle facilities where feasible. Water conservation guidelines and dual water systems shall be considered in median development.
- 10.A.5 Alley Improvements** – For new developments adjacent to existing alleys, the City shall require that alleys be improved to a minimum standard of 20 feet.
- 10.A.6 Congestion Management Planning** – The City shall cooperate, to the extent practical, with the efforts of the Congestion Management Planning Agency to minimize traffic congestion on primary transportation routes and mitigate transportation impacts on air quality.
- 10.A.7 Signal Synchronization** – The City shall continue its efforts to synchronize traffic signals to reduce extended periods of idling and stop-and-go traffic.

Policy 10.B State Highway Improvements

The City shall encourage improvements to state highways within the Planning Area in order to increase their efficiency in the regional and local circulation network.

Implementation Measures

- 10.B.1 Highway 129: Bridge Crossing** – The City shall encourage and support the upgrading of Highway 129 to minimum state highway standards to better accommodate the transport of agricultural commodities and reduce accidents. The upgrade shall include construction of a new bridge at the Salsipuedes Creek.

- 10.B.2 Highway 129: Truck Route** – The City shall continue to encourage the use of Highway 129 as the designated east-west truck route. Encourage the addition of two lanes from Union to Lakeview.

- 10.B.3 Highway 152: Scenic Corridor** – The City shall support the designation of Highway 152 as a scenic corridor from Highway 1 east to the Santa Cruz County line. To this effect, the City shall support measures to prohibit large trucks on scenic Highway 152. Encourage the addition of two lanes from Holohan to Lincoln.

- 10.B.4 Highway 1: Freeway** – The City shall support upgrading the section of Highway 1 between the Santa Cruz/Monterey County boundary and Castroville to freeway design standard (four lanes). The City shall advocate widening Highway 1 between Highway 17 and Highway 129 to provide for at least three lanes in each direction and the provision of off- and on-ramps to Highway 1 at Green Valley.

Policy 10.C Level Of Service

The City shall maintain a minimum Level of Service D (LOS D) on all arterial and collector streets serving the City except for those accepted to operate at less than an LOS D in the 1988-2005 *Major Streets Master Plan* as updated in 1992.

Implementation Measures

- 10.C.1 Improvement Project Programming** – The City shall include and prioritize within the Capital Improvements Program the street and intersection improvements called for in the 1992 Update of the 1988-2005 *Major Street Master Plan*.
- 10.C.2 Project Funding** – The City shall require as a condition of approval that all development or rezoning which would contribute to a deterioration of existing service levels below LOS D, provide the necessary improvements, contribute to their provision through the payment of traffic impact fees, or

otherwise mitigate impacts to maintain at least an LOS D. Where existing conditions are already below LOS D, any new development must mitigate traffic conditions to the extent of preventing further deterioration in level of service or, if possible, improving level of service.

Policy 10.D Project Priority

The City shall maintain liaison with county, regional, and state transportation planning agencies to ensure the highest priority for completion is given to transportation system improvements that serve to implement the long-range land use policies of *Watsonville 2005*.

Implementation Measures

10.D.1 Project Evaluation – The City shall continue to monitor and evaluate the project and program recommendations within the Regional Transportation Plan (RTP) and the Congestion Management Program (CMP) for Santa Cruz County as prepared by the Santa Cruz County Regional Transportation Commission (SCCRTC), to ensure that objectives of the RTP and the CMP are consistent with the land use and community development objectives of *Watsonville 2005*.

10.D.2 Resident Participation – The City shall encourage Watsonville residents to lobby the SCCRTC on setting funding priorities for transportation improvement projects within the Watsonville Planning Area.

Policy 10.E Public Transit Facilities And Services

The City shall take an active role in transit planning by the Santa Cruz Metropolitan Transit District (SCMTD) for the Watsonville Planning Area.

Implementation Measures

10.E.1 Transit Vehicles – The City shall encourage the use of small, fuel-efficient jitney type buses for local transit in the central business district and between residential areas and employment centers.

10.E.2 Transit Center Development – The City shall continue to participate in a coordinated planning effort for the development of a downtown transit center with the SCMTD as the lead agency.

10.E.3 Transit Stop Locations – The City shall cooperate with the Santa Cruz Metropolitan Transit District in the evaluation of, and recommendation for, location of transit stops and shelters. Transit stops and shelters should be designed to be compatible with through traffic, bicycle, and pedestrian movements.

Policy 10.F Planning For Transit

The City shall use its land use planning authority to enhance the use of transit.

Implementation Measures

10.F.1 Provision of Transit Facilities – The use of transit to and from new development shall be promoted by requiring new development to include transit facilities such as bus shelters and turnouts where appropriate.

10.F.2 Land Use Designation – Medium- and high-density residential designation shall be assigned to properties adjacent to existing or planned major arterials and transit corridors where the negative impacts of traffic on residential uses can be mitigated.

10.F.3 Mixed Use Designation – In order to reduce dependence on the automobile and encourage the use of transit, centrally located commercial developments shall be encouraged to provide housing adjacent to or above the commercial uses.

10.F.4 Transportation Systems Management – The City shall encourage major public and private employers to prepare and implement a Transportation Systems Management program (TSM), which may include, but is not limited to, ride sharing, van pooling, preferential parking, flex-time, employee bus pass programs, and other incentives for transit use.

10.F.5 TSM Incentives – The City shall provide incentives to developers to encourage them to include TSM measures in their projects. Incentives may include allowing less parking in exchange for company sponsored car or van pooling, ride sharing or transit use.

10.F.6 Special Population Needs – The City will consider the transportation needs of special populations such as children, youth, families, the elderly, and other special need populations when planning public transit facilities and services and reviewing development proposals.

Policy 10.G Transit Promotion

In order to encourage use of transit by all age groups and for all purposes, the City shall ensure that transit centers and stops are safe, attractive and do not deter transit use.

Implementation Measures

10.G.1 Transit Amenities – As part of the Capital Improvements Program and development review process, the City shall ensure that transit centers and major transit stops are accessible, well lighted, and protected from the elements.

10.G.2 Transit Center Security – The City shall make police patrol of transit centers and major stops a high priority in order to discourage criminal activities in these locations.

10.G.3 Other Fixed-Route Service – The City shall consider fixed route transit options other than the bus for major travel corridors adjacent to urban development.

Policy 10.H Paratransit

In order to encourage all types of transit use, the City shall support transit options for paratransit and other private transit.

Implementation Measures

10.H.1 Demand-Responsive Service – In order to best serve the transit needs of elderly and

disabled persons, and inhabitants of the less densely populated areas of Watsonville, the City shall encourage development of demand-responsive service for evenings and weekends when fixed-route service is unlikely to be utilized.

10.H.2 Private Transit Operations – The City shall encourage private transit and paratransit operations, including bus and taxi companies, to operate in Watsonville, in order to provide for the increased mobility of Watsonville residents.

Policy 10.I Rail Facilities Use

The City shall support existing and future use of rail facilities for both commodity and passenger transportation.

Implementation Measures

10.I.1 Right of Way Preservation – When new land uses are proposed near existing rights-of-way, those rights-of-way shall be preserved for continued or future freight or passenger use.

10.I.2 Prevention of Conflicting Land Use – The City shall not permit conflicting new land uses that could preclude the use of rail rights-of-way for future commodity or passenger uses.

10.I.3 Railroad Mitigation Measures – Development adjacent to existing railroad rights-of-way shall be required to use mitigating measures for noise and viewscapes protection in anticipation of future rail service.

Policy 10.J Future Passenger Rail Service

The City shall consider all options for future fixed guideway passenger service.

Implementation Measures

10.J.1 Rail Service Options – The City shall encourage discussion and study by both private and public agencies of options for passenger service on existing alignments.

- 10.J.2** Reservation of Right-Of-Way – Whenever feasible, areas within new development shall be reserved to accommodate future fixed guideway transit by siting new development to reserve space for future rail service on existing rights-of-way.
- 10.J.3** Transit Corridor Study – As part of the development of the specific plans proposed, the City shall identify transit corridor alternatives for consideration in the planning and development process.
- 10.J.4** AMTRAK/Caltrans Service – The City shall support addition of an AMTRAK/Caltrans passenger stop at Watsonville Junction.
- 10.J.5** Fixed Guideway – The City supports the development of a fixed guideway transportation system between Santa Cruz and Watsonville.

Policy 10.K Bicycle Facilities Development

The City shall plan for, and implement a comprehensive network of bicycle facilities in order to promote the bicycle as an alternative to the private automobile.

Implementation Measures

- 10.K.1** New Construction and Improvements – New construction and improvements to designated streets shall include facilities for safe bicycle travel consistent with the City's Bicycle Plan.
- 10.K.2** Designation of Bicycle Lanes – The City shall designate specified arterials for the development of bicycle lanes, consistent with the Bicycle Plan.
- 10.K.3** Design for Bicycle Lanes – The City shall require new development projects to include bicycle lanes as part of the project proposal, consistent with the Bicycle Plan.
- 10.K.4** Coordination of Planning – The City shall coordinate local and Santa Cruz County plans for bicycle lanes and walkways.

Policy 10.L Bicycle Facilities Maintenance

Bicycle facilities shall be kept clean and clear of obstructions.

Implementation Measures

- 10.L.1** Bike Lane Sweeping – The City shall continue a regular bicycle lane sweeping program.
- 10.L.2** Parking Enforcement – The City may institute parking restrictions along major designated arterials which are designated bike routes.
- 10.L.3** Conflict Elimination – The City shall work with the Santa Cruz County Transportation Commission Bicycle Committee and Watsonville Police Department to identify "conflict bike lanes" and to eliminate the occurrence of conflict between bicyclists and motorists.

Policy 10.M Bicycle Support Facilities

The City shall encourage bicycle facilities in new developments, as a commute alternative.

Implementation Measures

- 10.M.1** Bicycle Storage – The City shall use the development review process to ensure that new commercial, industrial, and public projects provide secure bicycle storage areas for their employees, customers, clients, and attendees.
- 10.M.2** State Design Standards – Where possible, bikeways shall be constructed and marked in conformance with Caltrans Planning and Design Criteria, and be consistent with the Bicycle Plan.
- 10.M.3** Bicycles on Bridges – The City shall require that all bridges be constructed with sufficient width (four feet minimum on each side) to safely accommodate bicycle travel.
- 10.M.4** Sensing Devices for Signalized Intersections – Vehicle sensing devices at all signalized

intersections shall be sensitive enough for bicyclists to activate the signal in the absence of a car.

Policy 10.N Pedestrian Travel

The City shall plan for, and implement a comprehensive network of safe pedestrian facilities in order to promote pedestrian travel.

Implementation Measures

- 10.N.1 Construction/Improvement** – The City shall require facilities for safe pedestrian travel as part of new construction or improvements to existing streets.
- 10.N.2 Design of Walkways** – The City shall require new development to include pedestrian walkways adjacent to new streets and/or connecting the development to existing streets.
- 10.N.3 Sidewalk Standards** – Sidewalks on new or existing streets shall be designed and constructed according to minimum City standards, including curb cuts to facilitate use by persons with physical disabilities.

Policy 10.O Walkway Aesthetics And Safety

Pedestrian walkways should be designed to promote walking by providing a safe and aesthetically pleasing path of travel.

Implementation Measures

- 10.O.1 Walkway Lighting** – Walkways and parking areas shall be required to include lighting fixtures at regular intervals sufficient for public safety.
- 10.O.2 Parking Lot Design** – New developments and remodeling or use changes for existing parking areas shall take pedestrian travel into consideration.
- 10.O.3 Accessible Pedestrian Areas** – All parking lots and pedestrian pathways shall be constructed in compliance with the City and/or State's accessibility standards.

- 10.O.4 Landscaping** – Walkways in private developments shall be landscaped to the standards adopted by the City.

Policy 10.P Pedestrian Access

Access for pedestrian travel shall be maintained where it already exists and provided where it does not, in order to prevent or eliminate barriers to pedestrian travel.

Implementation Measures

- 10.P.1 Access to Adjoining Land Uses** – The City shall require pedestrian access between adjoining multiple family residential developments, and from such residential developments to adjacent recreational or commercial areas.
- 10.P.2 Retention of Existing Access** – Where alleyways, arcades, or similar pedestrian pathways already exist, new development or development associated with a change in land use shall be required to retain or replace the existing access.
- 10.P.3 School-Related Walkways** – When sites are considered for neighborhood schools and/or recreational areas, access to these sites from adjacent residential areas shall be designed in order to minimize the necessity for automobile transportation and potential automobile/pedestrian conflicts. School and recreational areas that lack pedestrian amenities shall be considered for retrofitting of such amenities.
- 10.P.4 High Density Commercial Areas** – New or redeveloped commercial areas shall be designed to promote walking rather than driving within the area, by clustering and/or concentrating the commercial uses and through pedestrian sensitive design.

Policy 10.Q Aviation Facilities

As the only general aviation airport in Santa Cruz County, the Watsonville Airport shall be protected from adjacent development which is incompatible with existing and future services as outlined in the

Airport Master Plan and Regional Airport System Plan.

Implementation Measures

- 10.Q.1 Cooperative Planning** – The County of Santa Cruz and the City shall coordinate land use planning for parcels impacted by airport operations. The City shall encourage the County to revise the Pajaro Valley General Plan to be consistent with *Watsonville: 2005*.
- 10.Q.2 Zoning for Safety** – The City shall maintain strict zoning and land use controls within the Airport Operations Impact Area.
- 10.Q.3 State Guidelines** – The City shall use the State's guidelines to review and manage development within the airport's area of influence.

Policy 10.R Airport Operations

The City shall continue to emphasize the economic importance of airport operations to the Watsonville Planning Area and to the regional transportation system.

Implementation Measures

- 10.R.1 Airport Improvements** – The City shall continue to seek available funding sources and make appropriate capital improvements consistent with the recommendations of the *Airport Master Plan*.
- 10.R.2 Project Funding** – The City shall work with the local transportation commission, California Department of Transportation, and State Transportation Commission to ensure that projects at the Watsonville Airport are given funding priority in the State Transportation Improvement Program.
- 10.R.3 Master Plan Update** – The City shall review the *Airport Master Plan* at least every five years, beginning with the 1994 update, to determine the need for additional updating.

Policy 10.S Aesthetics

The City shall seek to preserve and enhance scenic vistas to and from the transportation corridors.

Implementation Measures

- 10.S.1 Scenic Vistas** – The City shall investigate the use and development of scenic vistas and roadside rest areas when major roadway improvement and extension projects are undertaken.
- 10.S.2 Visual Clutter** – The City shall use land use regulations, design review, and conditions of project approval to control the size, type, and location of commercial signs, utility equipment, and trash containers to avoid visual clutter and preserve scenic vistas.

Policy 10.T Landscaping

The City shall encourage the use of vegetation to create or enhance scenic vistas and to serve as buffers for transportation facilities.

Implementation Measures

- 10.T.1 Plant Type, Size and Location** – The City shall use the design review process to establish conditions for the type, size, and location of plant species along transportation corridors and in parking areas.
- 10.T.2 Tree Preservation** – The City shall design roadway improvements to avoid the destruction of landmark trees, individual specimen trees, and clusters of trees whenever possible.
- 10.T.3 Screening** – The City shall use appropriate plant types to screen drainage structures and other related facilities associated with roadway improvement projects.

Policy 10.U Truck Facilities And Routing

Commodity movement utilizing trucks shall be encouraged and facilitated while related impacts on City streets are minimized to the extent possible.

Implementation Measures

- 10.U.1 On-Site Facilities – The City shall use the development review process to ensure that new development which depends on large truck transportation provides on-site facilities sufficient to mitigate the impacts related to truck size, weight, and noise.
- 10.U.2 Access Improvements – The City shall require developers of commercial and industrial property to improve the street immediately adjacent to the project access point to standards which accommodate the weight and length of trucks entering the project site.
- 10.U.3 Damage Control – The City shall require that damage done to public streets by trucks involved in the construction process be repaired, or the City shall be appropriately compensated.
- 10.U.4 Truck Maneuvering – The City shall use the development review process to require that commercial and industrial development projects provide adequate on-site commercial delivery space that does not block access to adjacent streets, or require backing maneuvers on public roads for either entering or leaving.

Policy 10.V Commercial Truck Routes

The City shall take all reasonable actions to prevent heavy truck traffic from using neighborhood collector streets.

Implementation Measures

- 10.V.1 Truck Route Designation – The City shall plan and adopt truck routes and associated regulations for the purpose of keeping large trucks out of residential neighborhoods and limiting the truck size and hours of operation in noise sensitive areas.
- 10.V.2 Truck Route Signing – The City shall continue efforts to clearly designate appropriate truck routes and discourage the use of neighborhood collector streets for commercial truck use.

- 10.V.3 Commercial Truck Parking – The City shall regulate the docking location and permitted hours for commercial truck parking to avoid conflict with commercial and residential traffic.

Policy 10.W Transportation of Hazardous Materials

The City shall develop a process for ensuring that hazardous wastes being transported out of and through the city are carefully monitored.

Implementation Measures

- 10.W.1 Permit Conditions – As part of the truck route designations, specific provisions or guidelines shall be established for the hours, method, route, and amount of hazardous waste being transported. These provisions shall be used to develop permit conditions for land uses within the city which generate hazardous wastes.
- 10.W.2 Spill Cleanup – The City shall cooperate with the California Highway Patrol to develop a plan for cleaning up hazardous substance spills which might occur on State Highways and other streets within the city.

Policy 10.X Utility Routing

The City shall continue to cooperate and work with public utilities in the routing for transmission or transportation of water, electricity, or natural gas in order to best serve the community.

Implementation Measures

- 10.X.1 Utility Location – The City shall consider enacting an ordinance requiring public utilities to submit their plans for new transmission utilities to the Planning Department for review and comment prior to right-of-way acquisition.
- 10.X.2 Seismic Hazards – Where possible, the City shall avoid crossing areas of known seismic activity with underground utilities. When such a route cannot be avoided, special design shall be utilized to ensure the highest

level of safety and prevention of underground ruptures.

Policy 10.Y Emergency Access

The City shall ensure that emergency or secondary access is provided for all new development in the city's service area.

Implementation Measures

- 10.Y.1 Coordinated Planning – The City's police and fire departments shall participate in the review of new projects in order to ensure that project design and circulation, and access allows maintenance of minimum emergency response time.
- 10.Y.2 Access Requirements – The City shall use the Zoning Ordinance and development guidelines to require sufficient access for emergency services in new development.
- 10.Y.3 Secondary Access – For those developments where size and/or location present potential emergency access problems, the City shall require provision of secondary access, including crash gates and emergency roads, where necessary or appropriate.

The policy-to-goal relationship is displayed in the matrix on the following page.

Transportation and Circulation Goals and Policies

		Policies											
		10A	10B	10C	10D	10E	10F	10G	10H	10I	10J	10K	10L
Goals	10.1								
	10.2							
	10.3			
	10.4				.								
	10.5				.								
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10M	10N	10O	10P	10Q	10R	10S	10T	10U	10V	10W	10X	10Y		
													10.1	Goals
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